

IMPLEMENTATION

Introduction

This element should be viewed as a “to-do” list which compiles all the elements together and gives the plan some “teeth.” The implementation element gives decisionmakers, land owners, non-profit organizations, and others the ability to turn a plan into action.

According to the Community Survey, approximately 59% of respondents agreed or strongly agreed that public information regarding meetings, events, or activities is available, while the largest number of respondents identified newspaper notices and newsletters as methods of communication that should be used more. The largest numbers of respondents felt that state/federal grants, user fees, and impact fees should be considered as means for future financing, while increasing taxes was the most unpopular method (see below).

Implementation Element Requirements:

A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances. Official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

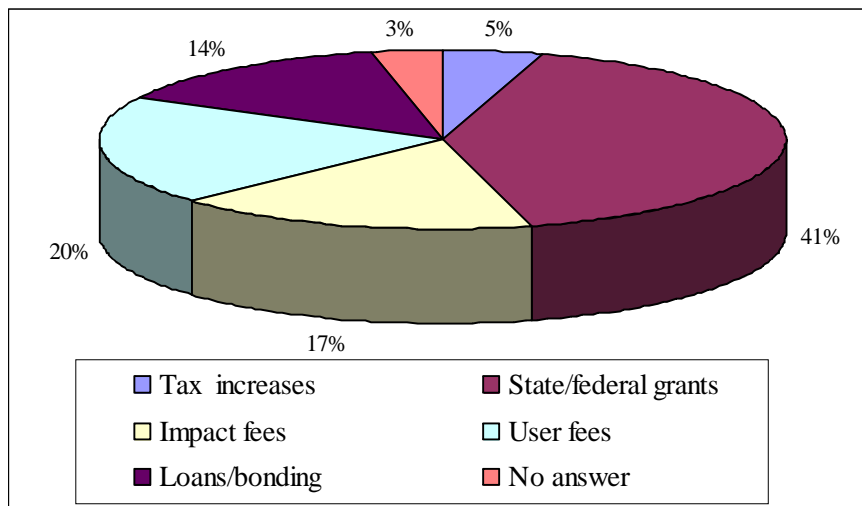
§66.1001(2)(i) Wis. Stat.

Table 9.1: Desired means of future financing for public improvements

Response	Frequency
Tax increases	14
State/federal grants	119
Impact fees on new developments	50
User fees	57
Loans/bonding	40
No answer	10

Source: Village of Elmwood Community Survey (2008)

Table 9.1: Desired means of future financing for public improvements



Source: Village of Elmwood Community Survey (2008)

Plan Adoption

As stated in the Public Participation Plan, the adoption of the Village of Elmwood Comprehensive Plan involves the consent of the Plan Commission, the Village Board, and the public. By adopting this plan, the entire Village of Elmwood recognizes its commitment to uphold the plan and ensure the implementation of the goals, objectives, policies, and programs that were developed in the plan.

Plan Monitoring, Amendments, and Updates

It is the major function of the Village of Elmwood Plan Commission to prepare and amend the comprehensive plan as well as coordinate and oversee that the implementation measures are accomplished. Because the comprehensive plan addresses many different areas of the community, the plan commission cannot control implementation without assistance from the entire community. As identified in the Implementation Matrix, the Plan Commission has chosen to assign specific implementation activities to the Village Board, particularly ones which involve drafting Village ordinances.

Plan Monitoring

Once adopted, all land use actions must be consistent with the Village of Elmwood Comprehensive Plan. In order to achieve this, the Village should evaluate decisions regarding development, public investments, regulations, incentives, and other actions from the goals, objectives, policies, and programs of the Village of Elmwood Comprehensive Plan.

Plan Amendments

Amendments to be made following the adoption of the Village of Elmwood Comprehensive Plan are generally defined as minor or major. Minor amendments are generally limited to changes to maps or general text. Major amendments are defined as any change to the Goals, Objectives, Policies, Programs, or the Future Land Use Map. Major amendments will require at a minimum a public hearing to gather input from the community. Any amendment to the Village of Elmwood Comprehensive Plan must be adopted by ordinance according to the procedures outlined in Wis. Stat. 66.0295(4).

Plan Updates

The state requires that comprehensive plans are updated no less than once every ten years. Compared to an amendment, an update involves a significant change of the text and maps. Because the Village of Elmwood Comprehensive Plan relied heavily on the 2000 census, much of the data collected is already out-of-date. In order to keep the demographic and projection data up to date, these statistics should be updated immediately after every United States Census report. These updates should be made in addition to the required ten year updates to spread out the workload.

Consistency among Plan Elements

The state comprehensive planning statutes require plans to describe how each of the elements of the comprehensive plan will be integrated and made consistent with each other. Because the Village of Elmwood conducted a SWOT Analysis for most elements, the Plan Commission was able to compare the results of each element to each other to ensure consistency among the beliefs reflected in the goals, objectives, policies, and programs.

Implementation Toolbox

The following list contains specific methods of implementation that could be available to the Village of Elmwood:

Zoning Ordinance

The goal of zoning is to separate incompatible land uses. It addresses use, bulk, and density of land development. A general zoning ordinance is probably the most common implementation tool. There are many different types of zoning. Communities may need help from a professional planner to administer these ordinances.

Subdivision Ordinance

State subdivision regulations provide minimum standards and procedures for dividing and recording parcels of land in a community. State agencies are authorized to review and object to local subdivisions on the basis of minimum requirements for sanitation, street access and platting. Wisconsin counties, cities, villages, and towns are also authorized to adopt local land division ordinances that are more restrictive than state subdivision standards. These ordinances often focus on the design and physical layout of a development and may require developers to provide public improvements such as roads, utilities, landscaping or signage. Together with zoning, which focuses on the uses of land in a community, land division and subdivision regulations help to control the physical layout and quality of new developments.

Eminent Domain

Eminent domain allows government to take private property for public purposes, even if the owner does not consent, if the government compensates the property owner for their loss. Local governments may use eminent domain to acquire critical natural resource lands.

Conservation Subdivision Design

A conservation design (cluster development) is a type of “Planned Unit Development” in which the underlying zoning and subdivision ordinances are modified to allow buildings (usually residences) to be grouped together on part of the site while permanently

protecting the remainder of the site from development. This type of development provides great flexibility of design to fit site-specific resource protection needs. Conservation design creates the same number of residences under current community zoning and subdivision regulations or offers a density bonus to encourage this type of development. There is a savings in development costs due to less road surface, shorter utility runs, less grading and other site preparation costs. Municipalities also experience lower long-term maintenance costs for the same reasons. The preserved land may be owned and managed by a homeowners association, a land trust or the municipality.

Conservation Easements

A conservation easement is an incentive-based legal agreement that is voluntarily placed on a piece of property to restrict the development, management, or use of the land in order to protect a resource or to allow the public use of private land as in the case of a trail or water access.

Purchasing of Development Rights (PDR)

Purchasing development rights is an incentive based, voluntary program with the intent of permanently protecting productive, sensitive, or aesthetic landscapes, yet retaining private ownership and management. A landowner sells the development rights of a parcel to a public agency, land trust, or unit of government. A conservation easement is recorded on the title of the property that limits development permanently. While the right to develop or subdivide that land is permanently restricted, the land owner retains all other rights and responsibilities with that land and can use or sell it for purposes allowed in the easement. PDR programs and conservation easements do not necessarily require public access, though it may be granted as part of the agreement or be a requirement of the funding source.

Transfer of Development Rights (TDR)

Transfer of Development Rights (TDR) is a voluntary, incentive-based program that allows landowners to sell development rights from their land to a developer or other interested party who then can use these rights to increase the density of development at another designated location. While the seller of development rights still owns the land and can continue using it, an easement is placed on the property that prevents further development. A TDR program protects land resources while at the same time providing additional income to both the landowner and the holder of the development rights.

Traditional Neighborhood Design (TND)

The state comprehensive planning law defines Traditional Neighborhood Development (TND) to mean: A compact, mixed use neighborhood where residential, commercial and civic buildings are within close proximity to each other. It is a planning concept based on traditional small Villages and city neighborhoods. The variety of uses permits educational facilities, civic buildings and commercial establishments to be located within

walking distance of private homes. A TND is served by a network of paths, streets, and lanes designed for pedestrians as well as vehicles. Residents have the option of walking, biking, or driving to places within their neighborhood. Potential future modes of transit are also considered during the planning stages. Public and private spaces have equal importance, creating a balanced community that serves a wide range of home and business owners. The inclusion of civic buildings and civic space such as plazas, greens, parks, and squares enhances community identity and value. Such neighborhoods allow the efficient use of public resources and can help preserve the historic and architectural character of the community.

Planned Unit Development (PUD)

The term planned unit development is used to describe a type of development and the regulatory process that permits a developer to meet overall community density and land use goals without being bound by existing zoning requirements. PUD is a special type of floating overlay district which generally does not appear on the municipal zoning map until a designation is requested. This is applied at the time a project is approved and may include provisions to encourage clustering of buildings, designation of common open space, and incorporation of a variety of building types and mixed land uses. A PUD is planned and built as a unit thus fixing the type and location of uses and buildings over the entire project. Potential benefits of a PUD include more efficient site design, preservation of amenities such as open space, lower costs for street construction and utility extension for the developer and lower maintenance costs for the municipality.

Overlay Zoning

Overlay zoning is a regulatory tool that creates a special zoning district, placed over an existing base zone(s), which identifies special provisions in addition to those in the underlying base zone. The overlay district can share common boundaries with the base zone or cut across the base zone boundaries. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a special area.

Density Bonuses

A density bonus is an incentive-based tool that permits developers to increase the maximum allowable development on a property in exchange for helping the community achieve public policy goals. Increasing development density may allow for increases in developed square footage or increases in the number of developed units. This tool works best in areas where growth pressures are strong and land availability is limited or when incentives for attaining the goals outweigh alternative development options.

Official Maps

These maps can show existing and planned public facilities among other things. They can also be used to restrict the issuance of building permits within the limits of the mapped area; often by depicting classes of land.

Comprehensive Planning

A Comprehensive Plan is the adopted official statement of a legislative body of a local government that sets forth (in words, maps, illustrations and/or tables) goals, policies and guidelines intended to direct the present and future physical, social and economic development that occurs within its planning jurisdiction and that includes a unified physical design for the public and private development of land and water.

Economic/Environmental Impact Analysis

Growth has often been viewed as healthy and desirable for communities because it often leads to additional jobs; increased income for residents; a broader tax base; and the enhancement of cultural amenities such as libraries and parks. But growth may also be accompanied by costs such as increased fiscal expenditures for necessary public services and infrastructure, traffic congestion, consumption of local natural resources, loss of open space and unique cultural attributes. Also, development decisions are too often made without a sufficient understanding of the consequences of those decisions on overall community well-being. An economic/environmental impact analysis is conducted to slow down the development process and look at all the consequences that could result.

Impact Fees

An impact fee is a financial tool used to subsidize anticipated capital improvements associated with new development. Impact fees enable cities, villages and Villages to shift a proportionate share of the capital cost of public facilities serving new developments to developers (Wis. Stat. 66.0617). They also serve to bridge the gap between limits on traditional funding sources, such as property taxes and state or federal aids, and the high cost of new development.

Tax Increment Financing (TIF)

Local officials can encourage private development by making publicly funded improvements such as demolition, sewer, roads, curb and gutter. This option is expensive, however, and can discourage local officials from taking action since the overlying taxing jurisdiction would not bear any redevelopment costs, yet would share in the expanded tax base.

With TIF, the overlying taxing jurisdictions become involved in helping to pay development costs in partnership with the city or village. The municipality makes the expenditures to promote development/redevelopment in an area where development would not likely otherwise occur. Any resulting private development increases the tax base. The other taxing jurisdictions agree to forego the increase in property tax revenues so that the city or village can use it exclusively to repay the costs of public improvements. If everything works out well, development/redevelopment occurs, resulting in increased tax base and jobs; the local municipality recoups the cost of their investment; and thereafter, all taxing jurisdictions share the tax base.

Implementation Matrix

The implementation schedule provided in this element is a listing of all the policies and programs (or activities) that need to be completed in order to implement the goals of this comprehensive plan. The potential groups to implement have been suggested, however it may be the desire of these groups to form subgroups, task forces, or utilize other citizen participation methods to complete the tasks and encourage opportunities for public involvement.

Element	Proposed Action(s)	Potential Groups to Implement	Proposed Completion Date	Method of Funding	Current Status
Issues and Opportunities	Update demographic data in the Comprehensive Plan	Village Board	Within one year of Census 2010 release	Village general fund	
Housing	Assist residents in obtaining micro loans and grants for home maintenance	Village Board, Pierce County EDC, MRRPC, USDA Rural Development	Ongoing	Micro loans, grants	
Housing	Increase enforcement of property maintenance codes	Village Board, Police Dept.	Ongoing	Village general fund	
Housing	Promote affordable housing options for first-time buyers and renters	Village Board	Ongoing		
Transportation	Designate certain local roads as bicycle routes	Village Board, School District	Ongoing	Village general fund, DOT grants	
Utilities and Community Facilities	Conduct a capacity and improvement assessment for the Wastewater Treatment Plant to determine condition	Village Board, Public Works Committee		Village general funds	
Utilities and Community Facilities	Maintain historical aspects of historical buildings and establish design standards for new public buildings	Village Board	Ongoing		
Utilities and Community Facilities	Share equipment with adjacent communities when possible	Village Board, Public Works	Ongoing		
Utilities and Community Facilities	Ensure park facilities are being upgraded when funding is available	Village Board, Park Committee	Ongoing	Village general fund, DNR grants, donations	
Utilities and Community Facilities	Update Parks and Recreation Plan	Parks Committee	2012	Village general fund	
Utilities and Community Facilities	Work with private utilities to improve cellular phone service	Village Board	Ongoing	Private utilities funds	
Agricultural, Natural and Cultural Resources	Review Village Ordinances to ensure maximum protection of natural resources and wildlife habitat				

	without impeding desired development	Village Board	Ongoing		
Agricultural, Natural and Cultural Resources	Implement the tasks outlined the Village's Comprehensive Stormwater Management Plan	Village Board	Ongoing	Village general funds, state grants	
Economic Development	Identify current high wage-paying industries and help them expand	Village Board	Ongoing	Micro loans, grants	
Economic Development	Provide early stage technical assistance to area entrepreneurs and growth companies	Village Board	Ongoing	Micro loans, grants	
Economic Development	Promote tourism and recreational opportunities in the Village	Village Board	Ongoing		
Economic Development	Partner with other local communities to collaborate on new development	Village Board	Ongoing		
Economic Development	Consider fair wage and benefit standards for any new businesses in the Village that are seeking variances, TIF dollars, or would use a significant amount of Village resources	Village Board	Ongoing		
Intergovernmental Cooperation	Distribute inventory list to all neighboring municipalities	Village Board	Ongoing		
Intergovernmental Cooperation	Collaborate with surrounding municipalities and agencies to protect the area's natural resources	Village Board, DNR	Ongoing		
Intergovernmental Cooperation	Distribute the Village of Elmwood Comprehensive Plan to surrounding municipalities, agencies, and other groups to share the Village's long-term goals	Village Board	Prior to Jan. 2010		
Land Use	Review and update Village ordinances for consistency with this plan as rules and regulations change	Village Board	Ongoing		
Land Use	Maintain a database of available, developable land/lots in the Village	Village Clerk	Ongoing		